

Message Text

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INFO OCT-01 ADP-00 BNDD-05 CIAE-00 INR-10 IO-13 JUSE-00

NSAE-00 RSC-01 SNM-02 SY-10 TRSE-00 USIA-12 NSC-10

SCI-06 OMB-01 SS-15 L-03 AID-20 IGA-02 DODE-00 RSR-01

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FM AMEMBASSY ISLAMABAD

TO SECSTATE WASHDC PRIORITY 9788

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E. O. 11652: N/ A

TAGS: SNAR, PK

SUBJ: NARCOTICS: GOP REQUEST FOR EQUIPMENT

REF ISLAMABAD 5129

1. SUMMARY. MISSION BELIEVES THAT NARCOTICS CONTROL BOARD (NCB) DOCUMENT OUTLINED REFTTEL IS BASICALLY SOUND IN CONCEPT. ORAKZAI' S DECISION TO LOCATE BULK OF FIELD INVESTIGATIVE UNITS (FIU' S) INITIALLY IN ENFORCEMENT AGENCIES APPEARS LOGICAL UNDER CIRCUMSTANCES, BUT WILL REQUIRE CAREFUL DEFINITION OF ACCOUNTABILITY OF UNITS TO NCB. MAJOR CONSIDERATION IN DETERMINING NUMBER OF FIU' S TO BE EQUIPPED IN FY-74 IS TRAINING. WE RECOMMEND THAT USG BEFORE BHUTTO VISIT MAKE DECISION IN PRINCIPLE TO EQUIP CENTRAL AND PROVINCIAL NCB HEADQUARTERS AND MINIMUM OF 15 FIU' S WITH VEHICLES, COMMUNICATIONS EQUIPMENT, AND BASIC ANTI- NARCOTICS TOOLS CONTAINED IN NCB LIST. AT SAME TIME GOP SHOULD BE ASKED TO PROVIDE EVIDENCE OF ADEQUATE BUDGETING AND OF INTERIM ARRANGEMENTS FOR NARCOTICS ENFORCEMENT BEFORE DELIVERY OF EQUIPMENT. END SUMMARY.

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2. PAPER DESCRIBED REFTEL REPRESENTS DETAILED EXPOSITION OF NCB DIRECTOR ORAKZAI' S CONCEPT OF WHAT BASIC NARCOTICS ENFORCEMENT PROGRAM OPERATING UNDER NCB SHOULD LOOK LIKE. WHILE DOCUMENT WILL NOT ANSWER ALL QUESTIONS WHICH WASHINGTON READERS WILL HAVE, MUCH WORK HAS GONE INTO ITS PREPARATION AND WE BELIEVE IT IS BASICALLY SOUND IN CONCEPT. FOLLOWING IS SUMMARY OUR VIEWS ON MAJOR ASPECTS OF DOCUMENT.

3. ORGANIZATION FOR ENFORCEMENT. ORIGINALLY ORAKZAI INTENDED TO ESTABLISH FIU' S DIRECTLY UNDER AUTHORITY OF NCB. HOWEVER, HE IMMEDIATELY FOUND HIMSELF STYMIED BY HIS INABILITY TO GET FUNDS SANCTIONED TO SUPPORT SUCH AN ORGAINIZATION, DIFFICULTY OF PERSUADING ENFORCEMENT AGENCIES TO RELEASE REQUISITE NUMBER OF MEN, AND ABSENCE OF REQUISITE STATUTORY POLICE POWERS ENABLING UNITS UNDER NCB TO AFFECT ARRESTS AND SEIZURES. HE SOON CONCLUDED THAT IF UNITS WERE TO BE CREATED AT ALL, THEY WOULD HAVE TO BE LOCATED INITIALLY WITHIN EXISTING ENFORCEMENT AGENCIES. HOWEVER, ORAKZAI EXPECTS IN SECOND PHASE OF NCB OPERATIONS TO BRING FIU' S UNDER DIRECT SUPERVISION OF NCB, AS SOON AS LAWS EMPOWERING NCB TO ARREST, SEIZE AND PROSECUTE CAN BE ENACTED AND PROVISIONS CAN BE MADE TO FUND WAGE, EQUIPMENT MAINTENANCE, AND OTHER FIU COSTS OUT OF NCB BUDGET. HE HAS INFORMED US THAT SHIFT OF FIU' S TO DIRECT NCB JURISDICTION WILL TAKE PLACE BY END OF FY-74, TIMETABLE WHICH APPEARS HIGHLY OPTIMISTIC. UNDER CIRCUMSTANCES, WE BELIEVE ORAKZAI' S DECISION TO BEGIN BY WORKING THROUGH EXISTING AGENCIES WAS LOGICAL. NEVERTHELESS, MAJOR DISADVANTAGE OF THIS APPROACH, WHICH ORAKZAI RECOGNIZES, IS DIFFICULTY OF ENSURING THAT UNITS WHICH ARE PART OF EXISTING ENFORCEMENT AGENCIES WILL DO NCB' S BIDDING ON NARCOTICS. FIU' S ARE TO REPORT TO REGIONAL NCB HEAD-QUARTERS THROUGH DESIGNATED AGENCY OFFICIAL OF DEPUTY INSPECTOR- GENERAL OF POLICE OR EQUIVALENT RANK. THUS BASIC OPERATIONAL RESPONSIBILITY FOR SEEING TO IT THAT FIU' S ARE NOT DIVERTED FROM NARCOTICS TO OTHER ENFORCEMENT FUNCTIONS WILL REST WITH REGIONAL DIRECTORS OF BOARD. PROCEDURES BY WHICH REGIONAL HEADQUARTERS WILL MONITOR ACTIVITIES OF FIU' S AND DETAILS OF ACCOUNTABILITY LIMITED OFFICIAL USE

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OF FIU' S TO NCB ARE NOT YET CLEAR, HOWEVER. WE BELIEVE IT IMPORTANT THAT WRITTEN AGREEMENTS BE WORKED OUT BETWEEN AGENCIES AND NCB REGARDING COMMAND STRUCTURE AND OPERATIONS BEFORE FIU' S ARE MADE OPERATIONAL.

4. NUMBERS OF FIU' S. AS REPORTED PREVIOUSLY, ORAKZAI HAS REDUCED ORIGINALLY PROJECTED NUMBER OF FIU' S FROM

49 TO 25. HE HAS, HOWEVER, REJECTED EARLIER USG SUG-
GESTION TO BEGIN WITH FOUR PILOT UNITS ON GROUND THAT
THEY WOULD HAVE NO REAL IMPACT ON NARCOTICS SITUATION.
HE BELIEVES THAT FIU SYSTEM SHOULD BE LAUNCHED IN SUCH
A WAY AS TO HAVE IMMEDIATE AND DRAMATIC EFFECT ON
ARRESTS AND SEIZURES IN ORDER TO IMPART STRONG MOMENTUM
TO NARCOTICS CONTROL PROGRAM AS A WHOLE. HE ARGUES
THAT NARCOTICS TRAFFICKERS ALREADY HAVE SUFFICIENT
DEGREE OF SOPHISTICATION AND MOBILITY EASILY TO CIR-
CUMVENT EFFORTS OF A SINGLE STRIKE SQUAD IN EACH PRO-
VINCE AND THAT EFFECTIVE ACTION AGAINST TRAFFICKING
REQUIRES ABILITY TO COVER RANGE OF NARCOTICS TRAFFICK-
ING ROUTES. HE, THEREFORE, PROPOSES TO BEGIN WITH 25
FIU' S AND WORK UP EVENTUALLY TO 100 AS FUNDING, TRAIN-
ING, AND EQUIPMENT PERMIT.

5. WE SEE MERIT IN HIS CONCEPT OF 25 UNITS AND BE-
LIEVE DISTRIBUTION SET FORTH IN PLANNING DOCUMENT,
TO WHICH ORAKZAI AND STAFF HAVE DEVOTED DETAILED CON-
SIDERATION, ALSO HAS MERIT. ASSUMING THAT NCB CAN
GET REQUISITE FUNDS BUDGETED FOR FIU' S IN FY-74 AND
THAT ADEQUATE WRITTEN AGREEMENTS CAN BE CONCLUDED
WITH ENFORCEMENT AGENCIES (PARA 4), WE CONSIDER THAT
MAJOR CONSTRAINT ON NUMBERS OF FIU' S WHICH GOP CAN
DEPLOY AND ADMINISTER EFFECTIVELY IS NUMBER OF OFFICERS
WHICH CAN BE TRAINED IN THAT PERIOD. WITH EXCEPTION
OF FEW OFFICIALS WHOM NCB WISHES TO SEND FOR UN COURSES,

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SCI-06 OMB-01 SS-15 L-03 AID-20 IGA-02 DODE-00 RSR-01

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GOP APPEARS TO BE LOOKING ALMOST ENTIRELY TO USG FOR TRAINING OF ENFORCEMENT OFFICIALS. BUREAU OF CUSTOMS COURSE TRAINED ESTIMATED 45 OFFICERS IN MARCH AND APRIL OF THIS YEAR. FOR REST OF CY-73 BNDD HAS SCHEDULED IN- COUNTRY COURSES IN AUGUST AND NOVEMBER, WHICH WILL TRAIN AN ADDITIONAL 100 MEN. A FEW OFFICERS WILL RECEIVE TRAINING IN US IN FY-74. ASSUMING THAT ALL BUT TEN OF TOTAL NUMBER OF THESE TRAINEES WILL WIND UP IN FIU' S , NCB SHOULD BE IN POSITION TO FIELD ABOUT 15 UNITS OF 9 TRAINED MEN, BY END OF CY-73. IF ADDITIONAL TRAINING PROGRMS CAN BE ARRANGED IN WINTER/ SPRING 1974 EITHER THROUGH ESTABLISHMENT OF INDIGENOUS GOP COURSES USING CADRE OF TRAINERS SELECTED FROM PREVIOUS CUSTOMS AND BNDD TRAINING COURSES AND/ OR THROUGH SUPPLEMENTAL ARRANGEMENTS WITH BNDD' S SUCCESSOR AGENCY, IT IS CONCEIVABLE THAT TRAINING OF 225 MEN NEEDED TO STAFF 25 FIU' S COULD BE COMPLETED BY END OF FY-74.

6. EQUIPMENT. OUR ROUGH ESTIMATE PLACES TOTAL COST OF ALL ITEMS REQUESTED AT ABOUT \$550,000. WHILE THERE WILL BE DISAGREEMENT WITH SOME EQUIPMENT ITEMS REQUESTED BY NCB, WE BELIEVE THAT IN GENERAL PRESENT LIST, WHICH HAS BEEN SCALED DOWN CONSIDERABLY FROM PREVIOUS LIST,
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LIMITS ITSELF TO ESSENTIALS REQUIRED TO GIVE FIU' S AND NCB HEADQUARTERS MOBILITY, COMMUNICATIONS CAPABILITY, AND SPECIAL ANTI- NARCOTICS TOOLS WHICH THEY NEED TO CARRY OUT THEIR DUTIES. NCB HAS MADE STRONG PITCH FOR HELICOPTER, WHICH IT BELIEVES WOULD BE USEFUL BOTH IN SURVEILLANCE FROM AIR OF POPPY GROWING AREAS AND IN SUPPORTING ESPECIALLY LARGE OR DANGEROUS ENFORCEMENT OPERATIONS. WE DOUBT THAT HELICOPTER SHOULD RATE HIGH PRIORITY AT THIS STAGE OF PROGRAM, HOWEVER. WE ALSO HAVE RESERVATIONS ABOUT ELECTRONIC SURVEILLANCE DEVICES, WHICH WE UNDERSTAND ARE PROBABLY NOT AVAILABLE FROM USG IN ANY CASE, AS WELL AS NIGHT- SCOPE CAMERAS. IT APPEARS SENSIBLE TO US TO EVALUATE UTILIZATION OF MORE ORDINARY CAMERAS BY NCB AND FIU' S BEFORE RECOMMENDING MORE SOPHISTICATED DEVICES. WITH REGARD TO COMMUNICATIONS EQUIPMENT, ORADZAI HAS AGREED TO UNDERTAKE COMMUNICATIONS SURVEY TO INSURE COMPATIBILITY OF EQUIPMENT AND AVAILABILITY OF FREQUENCIES. POSSIBILITY OF OBTAINING SERVICES OF US COMMUNICATIONS SPECIALIST ON TDY TO ASSIST IN THIS SURVEY WAS DISCUSSED WITH ORAKZAI DURING VISIT BY CORR OF AID/ WASHINGTON LAST WEEK.

7. RECOMMENDATIONS. MISSION BELIEVES THAT IT IS EXTREMELY IMPORTANT TO MOMENTUM OF PAKISTAN NARCOTICS CONTROL PROGRAM THAT USG RESPOND IN TIMELY AND FORTH-COMING MANNER TO GOP DOCUMENT. ORAKZAI BADLY NEEDS TO BE ABLE TO POINT TO CONCRETE EVIDENCE OF USG ASSISTANCE IN ENFORCEMENT TO BOOST HIS EFFORTS TO MOBILIZE BUREAUCRACY AND FINANCIAL RESOURCES ON BEHALF OF NARCOTICS CONTROL. FURTHERMORE, WE BELIEVE PRESSURES WE ARE EXERTING ON GOP AT PRESENT FOR VERY EARLY DECISION ON ELIMINATION OF POPPY PRODUCTION WARRANT RECIPROCAL EARLY SPECIFIC USG RESPONSE ON PROVISION OF ENFORCEMENT EQUIPMENT. AT SAME TIME WE REALIZE THAT VARIETY OF QUESTIONS REMAIN TO BE ANSWERED BEFORE PROJECT AGREEMENT CAN BE CONCLUDED. GIVEN THESE CIRCUMSTANCES WE RECOMMEND FOLLOWING EARLY USG ACTION:

A) DECISION IN PRINCIPLE ASAP TO PROVIDE ENFORCEMENT EQUIPMENT TO NCB CENTRAL AND PROVINCIAL HEADQUARTERS LIMITED OFFICIAL USE
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AND TO MINIMUM OF 15 FIU'S IN FY-74.

B) DECISION TO GIVE SYMPATHETIC CONSIDERATION TO OUTFITTING ADDITIONAL FIU'S UP TO MAXIMUM OF 25 IN FY-74, PROVIDED THAT ADEQUATE ADDITIONAL TRAINING COURSES ARE SET UP TO ENSURE THAT ALL OFFICERS ASSIGNED TO FIU'S SHALL HAVE RECEIVED MINIMUM OF TWO WEEKS NARCOTICS TRAINING.

C) DECISION THAT EQUIPMENT TO BE PROVIDED EACH FIU AND PROVINCIAL AND CENTRAL HEADQUARTERS WILL INCLUDE RADIO-EQUIPPED VEHICLES, BASE STATIONS, WALKIE-TALKIES, BINOCULARS, STILL CAMERAS, FIELD TEST KITS, AND PHOTOCOPYING EQUIPMENT (HEADQUARTERS ONLY). EXACT NUMBER AND TYPES OF COMMODITIES WOULD BE WORKED OUT IN PROJECT AGREEMENT, WITH SPECIFICATIONS FOR COMMUNICATIONS EQUIPMENT TO BE DETERMINED THROUGH JOINT USG-GOP COMMUNICATIONS STUDY.

D) PROPOSAL TO GOP THAT IN ADVANCE OF CONCLUSION OF PROJECT AGREEMENT, FOLLOWING STEPS SHOULD BE IMPLEMENTED:

1) WRITTEN AGREEMENTS SHOULD BE NEGOTIATED BETWEEN NCB AND ALL ENFORCEMENT AGENCIES INVOLVED, WHETHER CENTRAL OR PROVINCIAL, SPELLING OUT IN DETAIL FUNCTIONS OF FIU'S, FIU RELATIONSHIPS WITH PARENT AGENCY AND NCB, COMMAND STRUCTURE, COORDINATION OF NARCOTICS INTELLIGENCE, REGULATIONS GOVERNING PROVISION BY NCB OF NARCOTICS ENFORCEMENT EQUIPMENT TO

FIU' S, AND ARRANGEMENTS FOR MONITORING AND EVALUATING
FIU EFFECTIVENESS.

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2) EVIDENCE SHOULD BE PRESENTED THAT FUNDS
HAVE BEEN BUDGETED EITHER BY CENTRAL OR PROVINCIAL
GOVERNMENTS TO COVER ADMINISTRATIVE COSTS OF FIU' S
AND OF NCB REGIONAL AND PROVINCIAL HEADQUARTERS, IN-
CLUDING MAINTENANCE COSTS FOR EQUIPMENT.

3) PLAN SHOULD BE FORMULATED (WITH COPY TO
EMBASSY) INDICATING HOW ENFORCEMENT OFFICERS RECRUITED
AND TRAINED FOR FIU' S WILL BE UTILIZED IN INTERIM
BEFORE EQUIPMENT CAN BE DELIVERED AND WHAT STEPS WILL
BE TAKEN TO INSURE INCREASED AGGRESSIVENESS OF EXIST-
ING ENFORCEMENT AGENCIES IN NARCOTICS FIELD IN THAT
INTERIM PERIOD.

E) WE FURTHER RECOMMEND THAT ABOVE DECISIONS
BE COMMUNICATED TO GOP EITHER PRIOR TO OR IN CON-
JUNCTION WITH BHUTTO VISIT.
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